



CITY OF KIRKLAND

City Manager's Office

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MEMORANDUM

To: Kurt Triplett, City Manager
From: Marilynne Beard, Deputy City Manager
Date: January 25, 2013
Subject: PUBLIC INVOLVEMENT PLANNING

The City Council and staff will be undertaking many significant initiatives in 2013-2014 that will shape Kirkland for decades to come. Most of the projects, planning processes and initiatives taking place in the current biennium have public involvement elements. The purpose of this memo is to identify opportunities for involvement, to suggest a coordinated approach to obtaining citizen input over the coming biennium and to ask the City Council members how they want to be involved. Council and staff may also conclude that to adequately achieve all the public outreach goals desired, more resources are necessary.

Background

The City Council has expressed an interest in using public involvement as one source of information for making decisions. By better understanding the public's needs and perspectives, Council decisions can be better informed and achieve greater public acceptance. The Council's emphasis on public involvement prompted an effort to enhance City staff's knowledge and skills in designing and delivering public involvement strategies. To that end, 25 staff from seven departments participated in a two-day training session on planning for effective public participation in December 2012. The training was developed by the International Association for Public Participation (IAP2) and presents a model that Kirkland has used over the past several years (e.g. the "spectrum" of public participation). The complete training program includes two additional modules that will be offered during the first quarter of 2013. The objective is to develop a public involvement team that can collaborate on designing and facilitating public involvement plans. The team will coordinate efforts over the coming two years and look for opportunities to combine efforts and avoid conflicting processes.

Public Involvement Opportunities

The proposed 2013-2014 City Work Plan identifies a number of initiatives that have a public involvement component. They can be roughly grouped into five categories:

- Comprehensive Plan Update -- Includes sub-elements such as the update of the City vision statement and a series of sections that span the wide range of services and programs provided by the City.
- Long Range Plans – Topic-specific plans that identify long range (10-20 years) goals and underlying principles such as the Transportation Master Plan, PROS Plan (Parks, Recreation and Open Space) and utility master plans.
- Policy and Strategic Plans – More specific policy statements and program plans that provide a road map for implementing the policies and goals contained in long range plans and the

comprehensive plan.

- Tactical Plans – Specific action plans that define the timing and priority of actions identified in long range and strategic plans.
- Current Projects – Capital projects and initiatives that will be completed in the coming biennium and that resulted from plans and policies developed in past years (e.g. implementation of Propositions 1 (Streets) and 2 (Parks) levies, Public Safety Building and the Cross Kirkland Corridor Interim Trail.

The relationship between these plans and projects is iterative. Tactical plans should reflect long range policy plans and respect the vision and framework goals in the Comprehensive Plan. Likewise, the Comprehensive Plan update should incorporate important current initiatives such as the Cross Kirkland Corridor plan. Transportation provides a good example of how various efforts are related.

- The Comprehensive Plan contains a Transportation Element that is reflective of the community vision and that takes into account the Land Use Plan that informs where transportation improvements are needed.
- The Transportation Master Plan will be the basis for the Transportation Element of the Comprehensive Plan and address policy for all transportation modes and facilities throughout the city.
- The Cross Kirkland Corridor Master Plan is a key future transportation corridor that will provide one means of meeting policy goals in the Transportation Master Plan.
- The Juanita Drive Corridor Study will identify capital improvements needed to improve safety for all modes of travel. Improvements will be planned and implemented over time. The Juanita Drive Corridor Study will provide a plan of attack for improving safety and mobility.
- The implementation of Proposition 1 (streets levy) will entail immediate projects such as 2013 enhanced street repairs and installation of lighted crosswalks and school walk routes in high priority areas. The pedestrian/bicycle summit will provide a forum for identifying future high priority improvements and educating the public about their responsibility in ensuring safe travel.

Attachment A depicts the full range of topics and products planned for the coming biennium that have public involvement components and their relationship to the Council Goals. Given the large number of simultaneous efforts, there is a risk of inconsistent messaging and community participation fatigue. In order to ensure that these efforts follow consistent themes and use the community's time efficiently, internal coordination and careful sequencing of events will be important. Staff members from Planning, Public Works, Parks and the City Manager's Office are meeting to develop a work plan and common approach for completing their projects and related public involvement. Some keys to success were identified by the staff team:

- Efforts that relate to the Comprehensive Plan update process should be "branded" to a common theme that will be adopted for the comprehensive plan.
- Update of the vision statement needs to commence soon and have broad public involvement. The vision statement should be introduced or referenced at all public involvement events that relate to the comprehensive plan elements.

- The staff team will develop a master work plan that considers the timing and policy relationships of work plan items. Some items must be sequential while others can occur concurrently. For instance, the PROS Plan and Transportation Master Plan should be completed before the Comprehensive Plan is adopted. The Cross Kirkland Corridor Interim Trail can provide near term use of the trail while still preserving all options that may emerge from the Corridor Master Plan.
- Work will be performed by a combination of staff and consultants. In some cases, the consultant's scope of work includes a public outreach element. Consultant teams that are working on overlapping projects (e.g. Transportation Master Plan and Cross Kirkland Corridor) will need to coordinate. Likewise, interdepartmental staff teams will need to stay in touch and work off of the master schedule.
- Potential efficiencies can be realized by coordinating efforts. For instance, if random sample surveys are used for more than one topic, a combined survey will save time and money. Most of the major studies have a budget for public outreach. It may be possible to combine a portion of the funds for a quarterly mailed update on major initiatives.
- Regular updates and check-ins with the City Council will assure that staff and consultant efforts are on the right track and keep the Council up to date in their communications with constituents.

Effective Public Involvement Techniques

Effective public involvement is thoughtful, transparent and appropriate to the decisions being made. Poorly planned public involvement is a waste of resources, ineffective for decision making and damaging to the public trust. In all cases, the public should understand the elements of the decision they are influencing and be able to see how their input was used in the decision. The "IAP2 Spectrum of Public Involvement" depicts the range of levels of public input to decisions. A copy of the spectrum is included as Attachment B.

The IAP2 model also provides a step-by-step process for public involvement planning that starts with a series of questions to define the purpose and goal of the public involvement effort.

1. Gain Internal Commitment for Public Involvement
 - a. **Identify the decision makers** (often the City Council but not always)
 - b. **Clarify the decision to be made or the problem to be solved**
 - c. Identify stakeholders and their issues
 - d. Clarify expectations of the sponsoring organization (the City)
2. Learn from the Public
 - a. Conduct interviews and surveys to **understand how people perceive the problem or the decision**
 - b. Further develop stakeholders list and correlate stakeholders with issues
 - c. Refine the problem statement or decision
3. Select the Level of Participation
 - a. Assess expectations and **use the IAP2 spectrum to choose the appropriate level of involvement**
 - i. Inform
 - ii. Consult
 - iii. Involve
 - iv. Collaborate
 - v. Empower

- b. Understand the implicit “promise” to the public of each level and assure that the organization and decision makers can honor that promise
4. Define the Process and Participation Objectives
 - a. Understand the decision making process and align public expectations with the process
 - b. Assure that the decision making process is consistent with the public involvement objective**
5. Development the Public Participation Plan
 - a. **Determine the format, data needs, techniques** and support requirements
 - b. Develop an evaluation methodology

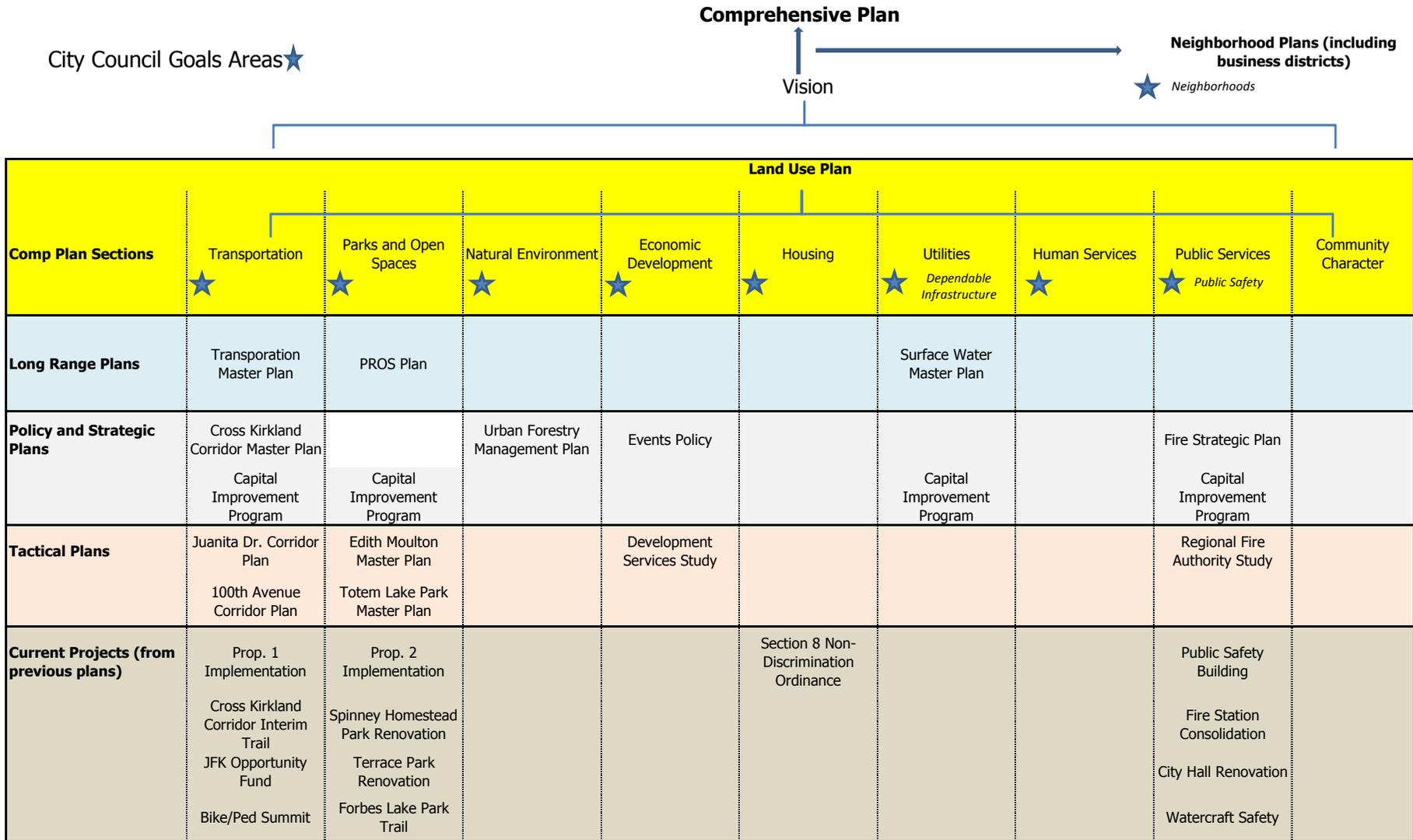
This is a very high level summary of the IAP2 planning process. A few key principles to keep in mind:

- Choosing the techniques to use is the last step in the planning process (i.e. open house, survey, workshops, town hall, etc.).
- Clarity about how you will use the public’s input is important. Closing the loop to describe how their input is reflected in the decision made is important so that participants believe their efforts were acknowledged and worthwhile. Citizens will continue to devote time to participate when they can see that it made a difference.
- Clearly defining the decision to be made provides important perspective to participants. For example, the Comprehensive Plan update will help define how and where the City will accommodate growth – not whether we will accept growth. The City can only ask for input on items the public can actually influence. Understanding decisions that have already been made (e.g. growth targets provided to the City) helps create reasonable expectations about how people can affect a decision.
- Involvement of groups that are already participating in City initiatives (e.g. Kirkland Alliance of Neighborhoods, Chamber of Commerce) is important because these groups can be used as a sounding board and a conduit to a larger audience. It will also be important to attract participants through other groups and communication venues that draw in stakeholders from institutions such as schools (students and PTA’s), faith-based organizations, local non-profits and small and large employers. Neighborhood association meetings are effective venues for the City to communicate, but poor attendance in some neighborhoods limits the audience reach.
- Individuals with limited time to participate need to be provided with quick and easy communication materials and opportunities to comment. They may have less time to devote but their perspectives are important and their voices are less frequently heard. These are often the voices that provide a fresh perspective and new ideas.

Conclusion

In 2013-2014 the City is undertaking projects and plans that will define Kirkland’s future. The decisions affect everyone in the community including residents and businesses. A variety of public involvement methods will be needed to reach a broad range of perspectives. Staff and consultants will be developing communications and public involvement plans for each of the coming work plan items that will be reviewed by the interdepartmental planning team and provided to the City Council before they are initiated. It may be that additional one-time financial or staff resources are necessary to complete all the outreach effectively. Staff is requesting City Council feedback on this effort and input as to how the Council would like to be included.

2013-2014 PUBLIC INVOLVEMENT OPPORTUNITIES*



*This sheet is intended to capture all major outreach efforts but there may be other outreach performed that is not currently reflected on this sheet.



International Association
for Public Participation

IAP2 Spectrum of Public Participation

Increasing Level of Public Impact

Public participation goal

Inform

To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions.

Consult

To obtain public feedback on analysis, alternatives and/or decisions.

Involve

To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.

Collaborate

To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.

Empower

To place final decision-making in the hands of the public.

Promise to the public

We will keep you informed.

We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision.

We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.

We will look to you for advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.

We will implement what you decide.

Example techniques

- Fact sheets
- Web sites
- Open houses

- Public comment
- Focus groups
- Surveys
- Public meetings

- Workshops
- Deliberative polling

- Citizen advisory committees
- Consensus-building
- Participatory decision-making

- Citizen juries
- Ballots
- Delegated decision